



INDIANA DEPARTMENT OF ENVIRONMENTAL MANAGEMENT

We make Indiana a cleaner, healthier place to live.

Mitchell E. Daniels, Jr.
Governor
Thomas W. Easterly
Commissioner

November 28, 2007

100 North Senate Avenue
Indianapolis, Indiana 46204
(317) 232-8603
(800) 451-6027
www.IN.gov/idem

VIA CERTIFIED MAIL 7005 1160 0001 2613 0461

Mr. Joseph Miller, Facility Manager
Covanta Indianapolis, Inc.
2320 South Harding Street
Indianapolis, Indiana 46221

Re: Approval of Renewal of
Solid Waste Facility Permit FP 49-13
Indianapolis Resource Recovery Facility
Marion County

Dear Mr. Miller:

The permit renewal application for the above-referenced facility as received on December 1, 2006, has been reviewed and certified as meeting the requirements of IC 13-15-1-3, IC 13-15-3, 329 IAC 11-9-4, and 329 IAC 11-11-2. This permit renewal applies to the Indianapolis Resource Recovery Facility (IRRF) solid waste incinerator located at 2320 South Harding Street, Indianapolis, in Marion County. The permittee or operator shall operate this facility according to the terms and requirements of this permit renewal letter and enclosures and the applicable statutes and regulations in effect on the effective date of this renewal. This facility permit renewal FP 49-13 will expire on September 15, 2012.

This decision is based on the permit renewal application submitted to the Indiana Department of Environmental Management (IDEM) on December 1, 2006 and subsequent amendments and addendums, including the following: a May 28, 2003 approved insignificant modification for storage of supplemental waste; IDEM site visits on December 1, 2006, and March 28, 2007; the applicant's response, dated June 14, 2007, and received June 15, 2007, to IDEM's April 12, 2007 Request for Additional Information (RAI); and related discussions.

The incinerator consists of three (3), mass burn, waterwall, municipal solid waste, combustion units. The design rated capacity of each municipal waste combustion unit is 192,440 pounds of steam/hour, which is equivalent to 726 tons of waste per day of municipal solid waste (MSW) with an average higher heating value of 5,200 BTU/lb. Each of the three (3) combustion units has a combustion capacity greater than 250 tons per day and is therefore subject to 40 CFR Part 60, Subpart Cb, Emission Guidelines and Compliance Times for Large Municipal Waste Combustors that were constructed before September 20, 1994.

This permit renewal allows Covanta Indianapolis, Inc., to continue operating the facility subject to the terms of this letter and the enclosed requirements. In accordance with 329 IAC 11-11-4, solid waste facility permit FP 49-13 does not authorize: any injury to any person or private property; the invasion of other private rights; the infringement of federal, state, or local laws or regulations; nor preempt any duty to comply with other state or local requirements.

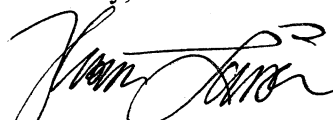
In order to continue operation past this permit's expiration date, a renewal application in accordance with 329 IAC 11-9-4 must be submitted at least one hundred twenty (120) days prior to the expiration date of September 15, 2012.

IDEM may modify or revoke this permit in accordance with 329 IAC 11-11-6, and/or take enforcement action against the owner, operator, and/or permittee herein for failure to comply with the requirements and conditions of this permit.

Pursuant to IC 4-21.5, a Petition for Review of this permit renewal letter may be initiated by you, as applicant, or by an "aggrieved or adversely affected person." This permit renewal becomes effective once all applicable time periods for petitioning for Stays of Effectiveness have expired, unless you are notified in writing by an Environmental Law Judge that the permit renewal has been further stayed. As discussed in our enclosed Notice of Decision, if you wish to challenge this decision, you must file a Petition for Review with the Office of Environmental Adjudication within eighteen (18) days from the date that this permit renewal letter was mailed, pursuant to IC 4-21.5-3-7.

If you have any questions regarding this matter, please call (800) 451-6027, press 0 and ask for John Hale, or ask for extension 2-8871 or call 317/232-8871.

Sincerely,



Thomas Linson, Chief
Permits Branch
Office of Land Quality

Enclosure: Permit Requirements
Notice of Decision
Letter to the Indianapolis Star
Letter to the Indianapolis-Marion County Library

cc: Mr. Thomas A. Wehrenberg, Covanta Indianapolis, Inc.
Marion County Health Department (with enclosure)
The Honorable Mike Rodman, President,
Marion County Commissioners (with enclosure)
The Honorable Bart Peterson, Mayor of Indianapolis (with enclosure)
The Honorable Monroe Gray, President, Indianapolis-Marion County
City-County Council (with enclosure)

PERMIT REQUIREMENTS

- A. General Requirements**
- B. Operational Requirements**
- C. Closure Requirements**
- D. Financial Responsibility for Closure**

Appendix 1

A. GENERAL REQUIREMENTS

- A1. The facility shall be operated in compliance with the applicable requirements of 329 IAC 11, where not specifically addressed in this permit.
- A2. The ground surface around the facility must be properly sloped, graded, and maintained to promote proper surface water run-off and to prevent ponding of water. Drainage in and around the air pollution control area shall be directed to the wastewater-settling tank.
- A3. It is recommended that all required submittals be printed double-sided and sent via certified mail. All reports, notifications, and other information required to be submitted by this permit should be sent to:

**John Hale
Indiana Department of Environmental Management
Office of Land Quality
Solid Waste Permits Section - Mail Code 65-45
100 North Senate Avenue
Indianapolis, Indiana 46204-2251**

- A4. The following requirements apply to insignificant modifications at the facility:
 - a. The permittee may not be required to apply for a minor or a major modification of the current permit from IDEM if proposing one of the insignificant modifications described in 329 IAC 11-2-19.5.
 - b. If the permittee proposes or is required to make one of the insignificant modifications described at 329 IAC 11-2-19.5, the permittee shall follow the procedures for an insignificant modification described at 329 IAC 11-9-6.
- A5. The facility that receives industrial process waste as defined in 329 IAC 10-2-95, shall comply with the requirements of 327 IAC 15-6.
- A6. The permittee shall report to the Indiana Department of Environmental Management (IDEM) any event which may cause an imminent and substantial endangerment to human health or the environment. This information must be reported orally to IDEM within twenty-four (24) hours from the time that the permittee becomes aware of the event. The permittee shall also provide a written report to IDEM within five (5) days of the time of the event. The report shall include for each event: date and time, possible causes, actions taken or planned to correct, reduce, eliminate, and prevent recurrence of the event.
- A7. The facility shall be operated and maintained so as not to create a public nuisance to include, but not limited to, dust, vectors, litter, odors, and fire. Any nuisance of pollution conditions or presence of litter in the building beyond the tipping floor or on the grounds shall require immediate corrective action by the permittee.

- A8. All required air pollution control construction and operating permits must remain valid.
- A9. Any additional incinerator systems cannot be constructed without first receiving a modification of this permit.

B. OPERATIONAL REQUIREMENTS

- B1. The facility must operate in compliance with operational requirements specified in 329 IAC 11-19-3 for solid waste incinerators ten (10) tons per day or greater. This requirement includes having a valid permit, complying with the permit, proper residue disposal, and required notification for an unscheduled shutdown of the municipal waste combustor or violation of permit requirements.
- B2. Each municipal waste combustor shall not operate at a load level greater than 110 percent of the maximum demonstrated municipal waste combustor unit load as defined in 40 CFR 60.51b with averaging as defined in 40 CFR 60.58 b(i).
- B3. The facility is allowed to construct a 30' by 28' concrete storage pad for temporary storage of supplemental waste such as consumer-packaged products and pharmaceutical materials in secure storage boxes. International waste; other municipal solid waste; or treatment, storage, or disposal (TSD) waste cannot be stored in the containers on the storage pad.
- B4. The facility is allowed to operate a selective non-catalytic reduction aqueous ammonia system for nitrogen oxide emission control, a carbon injection system for mercury emission control, and a Dustmaster fly ash conditioning system to condition the fly ash prior to mixing with the bottom ash to control fugitive ash emission, including the construction of an enclosure around the "grizzly scalper."
- B5. The spray dryer absorber, fabric filter baghouse, and carbon injection systems shall remain in continuous operation during periods of normal start-up, during continuous burning, and during normal shutdown, unless municipal solid waste is not being charged and all material remaining on the grate is combusted.
- B6. Waste shall not be charged to the municipal waste combustor until the average of the operating rooftop thermocouple temperatures is 1155°F or greater. The roof temperature thermocouples shall either be replaced annually or checked annually to ensure they have a minimum calibration accuracy of +/- 0.75 percent of the temperature being measured or +/- 2.5 degrees Celsius (+/- 4.5°F), whichever is greater. Replacement temperature thermocouples shall be checked to ensure that they have a minimum calibration accuracy of +/-0.75 percent of the temperature being measured or +/- 2.5 degrees Celsius (+/- 4.5°F), whichever is greater, prior to being placed in service. Documentation of such replacement or accuracy check shall be submitted to IDEM and the Indianapolis Environmental Resource Management Division (ERMD) annually.

- B7. Only natural gas, municipal solid waste, and pollution control and industrial process waste meeting criteria of Appendix 1 as allowed by permit requirement B9 may be fired in the incinerators. The generator of the waste must provide the facility with information indicating that the pollution control and industrial process waste is not hazardous and must identify any special handling requirements for managing the waste. Before incinerating a pollution control and industrial process waste, the facility must determine that it is acceptable in accordance with the criteria contained in Appendix 1 and is also acceptable based on facility process considerations.
- B8. Facility operating procedures and those in Appendix 1 are required to prevent acceptance and processing of hazardous waste or other waste that is not approved for incineration.
- B9. The facility approval of a generator request to incinerate pollution control and industrial process waste must be written and the record of the approval maintained and available for inspection by IDEM representatives during normal operating hours for five years after the last incineration of that type of pollution control and industrial process waste. The quarterly exceedances report submitted to IDEM must contain at least a single notice of the anticipated or previous incineration for that quarter of each pollution control and industrial process waste type. The brief pollution control and industrial process waste notice must include the type of pollution control and industrial process waste and the name of the generator. Based on environmental or process concerns, IDEM may limit incineration of certain anticipated pollution control and industrial process waste types or the continued incineration of certain pollution control and industrial process waste types.
- B10. The facility shall allow access upon request to the continuous emission monitoring data as required by the air permit, such as steam rate, carbon monoxide concentration, and oxygen concentration. As required by 329 IAC 11-1-3, the records are to be kept for at least five (5) years.
- B11. The four (4)-hour average of the municipal waste combustor rooftop thermocouple temperatures must remain greater than or equal to 1155°F except during start-up, shutdown, or malfunction. The duration of startup, shutdown, or malfunction periods is limited to three (3) hours per occurrence or up to fifteen (15) hours for a loss of boiler water level control or loss of combustion air control. During a malfunction and shutdown resulting from a loss of boiler water level control such as from a boiler water wall tube failure, running the auxiliary fuel burners to reduce CO concentration may be contrary to the immediate objective of lowering combustion temperatures to protect the boiler tubes from exposure to high temperature. Relief from maintaining the required rooftop thermocouple temperature is allowed for up to fifteen (15) hours during a malfunction resulting from a loss of boiler water level control or loss of combustion air control. Examples of loss of combustion air control include loss of a combustion air fan, loss of an induced draft fan, failure of the grate system, or improper distribution of combustion air. Even during these two (2) types of malfunctions the facility must continue to take steps to minimize emissions, consistent with the proper and safe operation of the combustor.

- (A) The startup period commences when the affected facility begins the continuous burning of municipal solid waste and does not include any warm-up period when the affected facility is combusting fossil fuel or other nonmunicipal solid waste fuel, and no municipal solid waste is being fed to the combustor.
- (B) Continuous burning is the continuous, semicontinuous, or batch feeding of municipal solid waste for purposes of waste disposal, energy production, or providing heat to the combustion system in preparation for waste disposal or energy production. The use of municipal solid waste solely to provide thermal protection of the grate or hearth during the startup period when municipal solid waste is not being fed to the grate is not considered continuous burning.
- (C) The shutdown period for the combustor begins when the continuous feeding of solid waste is ceased and the subject unit's feedchute damper is shut. The operator verifies that the shutdown is complete by visually inspecting the grates to make sure that the fires are out and oxygen is seventeen percent (17%) or greater.
- (D) Malfunction is any sudden, infrequent, and not reasonably preventable failure of air pollution control equipment, process equipment, or a process to operate in a normal or usual manner. Failures that are caused in part by poor maintenance or careless operation are not malfunctions.

B12. The combustion gas in each municipal waste economizer shall not exceed one hundred (100) parts per million (ppmv) carbon monoxide (CO) calculated as an arithmetic mean (based on a four (4)-hour block averaging time), corrected to seven percent (7%) oxygen on a dry basis, except for three hour time spans allowed during start-up, shutdown, or malfunction. Relief from the carbon monoxide limit is allowed for up to fifteen (15) hours during a malfunction resulting from a loss of boiler water level control or loss of combustion air control as described in B11.

B13. Any corrected four (4)-hour block average municipal waste combustor economizer carbon monoxide concentrations which exceed one hundred (100) ppmv and do not include any data from a time span of three hours allowed for a start-up, shutdown, or malfunction (fifteen (15) hours for a loss of boiler water level control or loss of combustion air control) are to be reported as specified in permit requirement B17.

- B14. The following parameters must be monitored and recorded, at the locations indicated.

<u>Parameter</u>	<u>Location</u>
Combustion Gas Temperature	Rooftop thermocouples
Flue Gas Temperature	At the baghouse inlet
Carbon Monoxide corrected to 7% oxygen	At the economizer outlet
Oxygen Concentration	At the economizer outlet
Waste Feed Rate	Tons waste combusted/month

- B15. Upon failure of two out of the three, rooftop thermocouples in each municipal waste combustor, the facility shall repair or begin scheduling a shutdown for replacement of the rooftop thermocouples. Hourly municipal waste combustor combustion gas temperature measurements are to begin with an alternate device such as a pyrometer and correlated by a simple temperature shift to the remaining thermocouple temperature. If the third thermocouple should fail prior to the scheduled shutdown, the unit may continue to be operated up to three weeks only as long as the roof top temperature predicted by correlation from the alternate device temperature indicates the required 1155 °F rooftop thermocouple temperature is being maintained in the municipal waste combustor.
- B16. Pollution control and industrial process waste from a generator must be mixed at a ratio estimated to equal or exceed the 3,800 BTU/lb lower value of the original performance envelope for the facility and not cause permit requirements to be violated.
- B17. Any abnormal operating condition as defined in 329 IAC 11-19-3 (4) must be reported verbally to this office within twenty-four (24) hours of its occurrence. A written report on the occurrence must be submitted to the IDEM Office of Land Quality within five (5) days of its occurrence and also summarized in a written quarterly report. The five (5)-day written report must list the date and time of each occurrence, its cause, its rectification, its approximate duration, and the type and magnitude of release. Based on review of the information, if this office determines that a given event was in fact due to routine items inherent in the operation of the facility which are not indicative of poor combustion, careless operation, or poor operation/maintenance, then it will not be deemed a violation of this permit.
- B18. A waste disposal contingency plan is required to comply with 329 IAC 11-9-2(j) 6. In the event of an emergency, breakdown or unplanned shutdown of some of the facility equipment, or other event which materially impedes proper management of the solid waste processing, the generators shall be notified by telephone as warranted to reroute some delivery of municipal solid waste. The permittee shall utilize an approved third party disposal site or utilize disposal capacity at another facility permitted to accept municipal solid waste delivery after the pit and tipping floor have been filled to capacity. Normal delivery of municipal solid waste shall resume when safe management and handling of municipal solid waste can be maintained.

C. CLOSURE REQUIREMENTS

- C1. The permittee shall notify IDEM when the facility closes. The final closure of the facility shall be initiated within thirty (30) days after incinerating the final volume of waste. The following closure activities shall be performed at the facility during the final closure:
- a. Notification of all affected parties that the facility closed. A sign and reference of the nearest landfill or other processing facility may be established at the site.
 - b. All solid waste left, stored, or collected at the facility must be removed. The waste must be properly disposed of at a permitted facility. All storage containers and recyclable materials must be removed.
 - c. The boilers, turbine generator, station sumps, refuse pit, scrubber, tipping floor, waste storage areas, ash conveyors, and the general site must be cleaned so they are free of waste and contaminated liquid.
 - d. Wastewater in holding tanks must be removed if applicable. The wastewater must be pumped out and properly disposed of in accordance with local, state, and federal statutes and rules.
 - e. The septic tank must be cleaned if applicable.
 - f. Sediment ponds must be cleaned wherever applicable. Dredging of sediments may be necessary.
- C2. All closure activities shall be completed within ninety (90) days of initiation of the final closure activities.
- C3. The permittee shall submit to IDEM within thirty (30) days of closure a certification signed by the permittee which specifically identifies the closed facility and documents that the closure was performed in accordance with the above-listed conditions. The certification shall also include the facility contact person with the person's name, address, and phone number.
- C4. The final closure will be deemed adequate unless within ninety (90) days of receipt of the certification required in Requirement C3 of this letter, IDEM issues a request for additional information for final closure, including additional action which needs to be taken and the timetable for the necessary additional action.

D. FINANCIAL RESPONSIBILITY FOR CLOSURE

- D1. Until final closure of the facility is certified, the permittee shall annually review, adjust for inflation, update, and submit to IDEM the closure plan, cost estimate, and closure financial responsibility not later than June 15 as required by 329 IAC 11-16-1 and 329 IAC 10-39-2 (c). The current financial assurance estimate is two hundred forty-five thousand seven hundred fifty-five dollars (\$245,755).
- D2. If facility operations, facility design, or other facility aspects are sufficiently changed to affect the financial responsibility amount, then the permittee shall amend the closure cost estimates to reflect these changes.

APPENDIX 1

CRITERIA FOR POLLUTION CONTROL AND INDUSTRIAL PROCESS WASTE INCINERATION APPROVAL BY THE FACILITY

- I. Miscellaneous Pollution Control and Industrial Process Wastes That Shall Not Be Approved for Incineration
 - A. Bulk lead-based paint
 - B. Shredder fluff
 - C. Pesticides, pesticide-related waste and pesticide containers as regulated by the Federal Insecticide, Fungicide, and Rodenticide Act (7 U.S.C. 136-136y). If the recommended procedures found in 40 CFR 164 to 166 and 329 IAC 3.1-16 have been followed, a container that held a pesticide or a pesticide-related waste may be triple rinsed and then is acceptable for disposal at the incinerator without prior approval.
 - D. Asbestos-containing waste material and any material contaminated with asbestos as defined in the National Emission Standards for Asbestos, 40 CFR 61 Subpart M, part 140 to 157
 - E. Liquid waste oil/liquid waste petroleum products

- II. Prevention of Hazardous Waste Incineration

Incineration of hazardous waste is not permitted. It shall be necessary that generators provide analytical testing of their pollution control and industrial process wastes for the following criteria to document that the waste is not a characteristically hazardous waste, unless II. E. applies.

- A. Ignitability (D001)
- B. Reactivity (D002)
- C. Corrosivity (D003)
- D. Toxicity Characteristic Leaching Procedure (TCLP) (D004-D043)
- E. Generator knowledge of the waste stream and waste generating process may be used in lieu of testing to determine if the waste is hazardous (per 40 CFR 261.10 (a)(2)(ii)). Documentation to support such claims must be submitted to the facility for review. If upon review of the documentation, the facility determines the generator knowledge to be insufficient or inconclusive, the facility, shall request additional information or require testing as outlined in II before making a determination regarding approval.

- III. PCBs – Only waste that contains less than 2 parts per million (ppm) PCBs total will be considered for approval. The facility shall require a generator to provide analytical testing to document that the waste contains less than 2ppm PCBs total unless other documentation is provided.
- IV. Hazardous Air Pollutants (HAPs) – HAPs in the waste cannot exceed the limits placed in the following criteria:
 - A. Total lead in the waste stream is limited to 27.5 ppm
 - B. Total mercury in any waste stream is limited to 1.5 ppm
 - C. Total beryllium in any waste stream is limited to 8 ppb. If a laboratory's analytical detection limit is above 8 ppb and the generator does not have process knowledge that beryllium is present in the waste, a non-detectable result will demonstrate compliance with the 8 ppb limit.
- V. The presence in a waste stream of any constituent which is on the CAAA HAP list (Section 112B, 1990 Clean Air Act) may cause that waste stream to be rejected unless the facility can justify why the constituent will not be an emission concern. The term 'waste stream' as used herein shall refer to similar wastes combined into a single solid waste stream by the generator. The combined waste stream shall have a predictable range of characteristics and properties that can be shown to meet the criteria of section II.
- VI. Acidic Gases Constituents – The generator combined waste cannot exceed the limits placed in the following criteria unless approved under the requirements of section VIII.
 - A. Total chloride in any waste stream is limited to 3,000 ppm
 - B. Total Sulfur in any waste stream is limited to 600 ppm

The facility can approve a combined waste stream from a generator with higher chloride and sulfur concentrations if the facility calculations demonstrate that the permit emission limits for SO₂ and HCl can be attained.
- VII. Pollution control and industrial process waste from a generator must have a heat content such that the waste can be mixed at a ratio estimated to equal or exceed the 3,800 BTU/LB lower value of the original performance envelope for the facility and not cause permit requirements to be exceeded.

- VIII. The facility shall require necessary information from the pollution control and industrial process waste generator to demonstrate that combustion of the generator's pollution control and industrial process waste is similar to combustion of household waste, that receipt of that particular waste by the facility will not cause a violation of any applicable federal, state, or local permit requirement, that processing the waste will not create handling concerns, and that processing the waste will not create nuisance or pollution conditions. Waste under consideration must still meet BTU, PCB, hazardous waste, lead, mercury, and beryllium criteria. Any approval issued under this section may contain specific requirements under which the waste may be accepted.
- IX. The following four waste categories are examples of waste that can specifically be accepted at the facility if all of the provisions of Section VIII are met. This list does not limit or define the scope of waste that can be accepted at the facility.
- A. Consumer packaged waste consisting of fully formulated products and packaged for sale to customers at either the retail or wholesale level. This category includes QA/QC samples of the fully formulated product that are not contaminated with any process waste and are clearly identified. Consumer packaged materials may be in containers as large as five gallons (18.925 liters).
 - B. Containers that held RCRA hazardous wastes provided that they have been emptied per 40 CFR 261.7.
 - C. Other (not RCRA hazardous) waste containers provided that the contents have been removed (as much as physically possible using the practices commonly employed to remove materials from that type of container) so as not to pose a safety hazard to individuals who may come in contact through handling and disposal.
 - D. Baghouse filter-bags generated on-site.

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